

ANNEX S

NUCLEAR ATTACK RESPONSE

A. INTRODUCTION

1. While it is generally accepted that the probability of a nuclear attack against the United States at any time in the near future is quite low, other nations continue to develop their capabilities for waging nuclear war. Since, in the past, shifts in national policies have caused rapid changes in international relationships, planners must prepare for every contingency.
2. In recent years, increased nuclear weapons inventories and improved delivery systems have provided several counties the capability to target military, government and industrial centers in the United States.
3. A nuclear attack on the United States would most likely be preceded by a period of international tension and crisis. Sufficient time would be available for protective actions to be taken, including the temporary evacuation of residents from probable target areas to safer locations.
4. For these reasons, and because of other factors that are stated in this annex, the State of West Virginia has adopted evacuation as the primary means of protecting its residents from the effects of nuclear attack. Persons in high-risk areas will be advised to evacuate to areas of lower risk when national or state government officials determine that such actions are warranted.
5. This annex is designed to be responsive to evacuation as a result of a threat of nuclear attack; however, it may be adapted as desired by local governments for slowly developing natural disasters.

B. PURPOSE

To provide for the safe and orderly movement of evacuees out of the hazardous area; and to support the continued operation of key industries and services in the hazardous area. To secure and protect properties in the hazardous area; and to support reception area operations.

C. SITUATION AND ASSUMPTIONS

1. Situation
 - a. The Department of Defense has identified approximately 2300 areas nationwide as high-risk areas on the basis of chemical facilities, counterforce military installations, military support industries, political targets, port targets, power generating facilities, and refineries. These areas have been classified as potential risk areas that may suffer from the direct effects of a nuclear weapons detonation. These effects include, but are not limited to,

heat, blast, and initial radiation. All of West Virginia may be affected by radioactive fallout from nuclear detonations in West Virginia or other states.

b. Each high-risk area has been assigned to a lower risk area to receive and care for its residents in the event evacuation is implemented.

c. Evacuees will have to upgrade existing facilities for adequate fallout protection or rely on expedient means of obtaining fallout protection.

2. Assumptions

a. Increased public interest is expected during a period of international tension, especially when war is perceived as a possibility. Cooperation of persons and organizations involved in both risk and host areas is likely during the period of crisis.

b. Evacuation will commence only by direction of the Governor, most likely at the order or advice of the President.

c. Some families may evacuate to second homes or to homes of relatives or friends living outside the high-risk area. The majority, however, will evacuate to assigned low risk areas in family groups in personally owned vehicles, including campers, motor homes, and vacation trailer homes, and will require some degree of local government assistance in securing food and lodging.

d. Public transportation will be made available for persons who have no means of transportation.

e. Warning time will be sufficient to allow controlled evacuation of the risk areas. Movement of the population from the high-risk area should be completed within 72 hours after evacuation has been directed.

f. The use of private households to house evacuees is not planned. All evacuees will be housed in public and other non-residential buildings.

g. Evacuees will bring sufficient bedding and clothing for their immediate needs, any special medicines needed, and a limited quantity of non-perishable food.

h. All evacuees will be available for work assignments especially those with training in highly specialized professional fields.

i. Federal and State employees will not be designated to fill key positions in low risk area assignments, except normal liaison positions,

unless released by their governmental employment and their place of employment is within the low risk area.

j. Some portion of the high-risk area population (most likely between 10 and 20%) will not evacuate, but will remain in the risk area. This population will have to have the basic life support services made available.

k. While the national economic system will continue to operate normally to the extent possible, some government controls or restrictions may be required to insure that essential services are provided.

l. Financial assistance will be made available to those who qualify by the federal government, utilizing normal channels and procedures as much as possible.

m. Such an evacuation will require a full commitment of jurisdiction resources and maximum interjurisdictional cooperation.

n. Increased demands on food, fuel, and other supplies may require formation of a Resources Priorities Board to effect conservation and/or rationing.

o. The evacuation period may be terminated by a peaceful resolution of the crisis or by a nuclear attack on the United States. Planning must be accomplished for both contingencies.

p. Local government officials will direct the orderly movement back to the high-risk areas after being advised by the Governor, who will act in concert with national policy.

D. EXECUTION

1. Concept of Operations

a. Phases of operations: Actions described in this annex are identified with the time period or phase during which they should be carried out. Relocation operations are divided into six (6) phases:

(1) Pre-Crisis - This phase is the normal day-to-day peacetime posture. As much planning and preparation as possible is accomplished during this time.

(2) Increased Readiness - This phase begins when, as a result of deterioration of international relations, it appears that relocation may be imminent. During this phase, local government should undertake improving operational capabilities, printing of public information

materials, expanding service organizations, training augmentees, updating plans and such other actions as may be deemed necessary in preparation for the relocation/evacuation and care of the citizens of the State of West Virginia.

(3) Movement - This phase covers the period from when the recommendation to relocate is given by proper authority until the last relocatee reaches his/her destination in his/her assigned host area. Due to differences in travel times, this period will vary from jurisdiction to jurisdiction within the State. It is during this period that traffic control points, rest areas, and registration centers are manned and such other actions taken as are deemed necessary for the reception of the evacuees.

(4) Relocated - This phase begins when the last evacuee has reached his/her destination and continues until an attack occurs or until authorities determine that the relocatees can safely return to their homes in the risk area. Relocatees will continue to live in assigned congregate care facilities unless a nuclear attack followed by fallout dictates a move to shelters. During this phase, local government will be primarily concerned with providing fallout shelter, food, lodging, health and medical care for the citizens of the county. In addition, local government will assist local essential industries to operate, and provide, to the extent possible given available resources, protection for the property of the citizens of the jurisdiction. Until achieved, the priority action in each community must be the provision of adequate fallout shelter for all persons.

(5) Shelter - This phase begins with the receipt of an attack warning or with the detection of an actual attack. It will continue until such time as local officials are able to determine that fallout radiation levels in the community no longer require prolonged shelter occupancy. During this phase, local government will be primarily engaged in providing logistic support of the sheltered population as may be required.

(6) Return - This phase begins when authorities determine that the relocatees can safely return to their homes in the risk area. Local government will be primarily engaged in controlling the returning traffic and in restoring local facilities to their pre-crisis state.

b. Services to Be Provided

(1). The release of information designed to inform the citizens of the State of West Virginia about the relocation of those in the risk portion of the jurisdiction to the host portion. To also provide

guidance on available fallout shelters, and the preparation of upgradeable or expedient shelters.

(2) Support for the safe and orderly movement of evacuees from the high risk area to the low risk area, and if possible, their return to their homes.

(3) The registration, housing, feeding and general welfare support of the citizens of the State of West Virginia. This includes the use of public, commercial and other non-residential buildings to house all evacuees requiring housing.

(4) Medical treatment of persons either in present facilities or in ones organized on a temporary basis.

(5) The creation of adequate fallout protection for the citizens of the jurisdiction. This will include the upgrading of existing buildings, and, if necessary, the construction of expedient shelters.

(6) Support for the maintenance of essential activities and services in both the risk and host areas of the State.

(7) Restoration of buildings used as lodging and/or fallout shelters to their pre-crisis condition as rapidly and completely as possible following the end of the crisis.

c. Local Effects

(1) Essential activities and services will remain in operation. However, evacuation will necessitate the adjournment of school and may cause the cessation of activities and services deemed non-essential.

(2) Implementation of a ration/voucher system or other economic devices may replace cash exchanges for acquisition of food and other necessities by residents as well as evacuees. Non-essential goods and services may not be available.

(3) Limitations on the use of private vehicles not involved in essential activity may be necessary to reduce traffic congestion and conserve fuel.

(4). Curfews may be imposed and/or restricted areas established in response to security measures.

2. Assignment of Emergency Functions

a. Organization: The Emergency Operations Organization consists of an Executive Staff for direction and control and such emergency operating services as are necessary for the support of relocation operations. The regular services established in the basic Emergency Operations Plan have been grouped into five (5) services. Each regular department head will retain normal responsibilities, but may report to one of the service chiefs of the groups listed below, who will be especially selected by the jurisdictional Chiefs Executive as a coordinating echelon for executive control. Below is a brief description of each of the services.

(1) Police Service: Provide law enforcement, traffic control, warning, communications, police support to lodging and shelter facilities, security of vital facilities and supplies.

(2) Fire and Rescue Service: Limit loss of life and property from fires and other emergencies. Provide public training in fire prevention and suppression, provide leadership in search and rescue, and decontamination activities.

(3) Health and Medical Service: Provide emergency medical care and treatment for the ill and injured, coordinate reception and assignment of evacuated medical personnel and equipment, safeguard public health, minimize incidence of communicable, disease, coordinate burial of the dead.

(4) Reception and Care Service: Provide support for the human needs of residents and evacuees, provide lodging, feeding, and shelter support for population, arrange for orderly return to normal services at the end of the relocation period.

(5) Resource Service: Manage the supply and distribution of essential goods and services to the increased population.

b. Manpower: Trained personnel from all available sources will be utilized to the fullest extent. Trained auxiliaries and volunteer groups will be used to augment normal government service personnel.

3. Support

Request for State or Federal assistance will be made to the West Virginia Office of Emergency Services (WVOES) in Charleston.

E. ADMINISTRATION AND LOGISTICS

1. Risk area residents will be asked to bring such necessities as bedding, clothing, special medications, and non-perishable goods. If possible, evacuees' non-perishable food supplies should be conserved for use during the shelter phase.
2. Evacuees/relocatees will be asked to assist in providing necessary services.
3. It is anticipated that increased demand will cause some resources to become critical during the relocation period. Procedures must be established to insure that available resources will be utilized as effectively and judiciously as possible. State and local statutes authorize the use of price controls and rationing as measures for management of available equipment and supplies.
4. Essential emergency supplies and equipment that cannot be obtained through normal channels will be obtained by request from the Resource Service after coordination through the WVOES.
5. Accurate records and accountability for all resources/supplies must be maintained for future reimbursement or adjustment. All jurisdictional government employees having the responsibility for the requisition or use of any private property must provide a receipt to the owner or possessor of the property, and retain a duplicate as a basis for settlement of claims.

F. DIRECTION AND CONTROL

1. This annex will be implemented upon receipt of the Governor's recommendation to evacuate/relocate residents of high-risk residents to areas of low risk.
2. The Emergency Operations Center (EOC) is the central point for all disaster/crisis operations. Coordination and supervision of all services will be through the EOC in order to provide for the most efficient management of resources.
3. Communications, insofar as possible, will be through normal channels. All emergency communications facilities will be coordinated from the EOC. The communications available to the Executive Staff are outlined in the Communications Annex in the West Virginia Emergency/Operations Plan.

G. AUTHORITY AND REFERENCES

1. West Virginia Code Chapter 15, Article 5, as amended., "Emergency Services"
2. West Virginia Handbook for Crisis Relocation.
3. National Security Decision Directive (NSSD) No. 259, February 1987.
4. CPG 2-8-A, Guide for Crisis Relocation Contingency Planning, Overview of Nuclear Civil Protection Planning, DOD/DCPA, January 1979.

5. CPG 2-8-B, Guide for Crisis Relocation Contingency Planning, State (and Regional) Planning, DOD/DCPA, January 1979.
6. CPG 2-8-C, Guide for Crisis Relocation Contingency Planning, Operations Planning for Risk and Host Areas, DOD/DCPA, January 1979.
7. SLG 101, Guide for All-Hazard Emergency Operations Planning, FEMA, September 1986.
8. SLG 100, Guide for Increasing Local Government Civil Defense Readiness During Periods of International Tension, FEMA, May 1990.